

**BY ORDER OF THE  
SECRETARY OF THE AIR FORCE**

**AIR FORCE INSTRUCTION 65-610**

**23 FEBRUARY 2016**



**Financial Management**

**GUIDANCE FOR EXPENDITURES AT  
DEPLOYED LOCATIONS**

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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This instruction contains Commanders' responsibilities for exercising good financial management and cost stewardship for the expenditure of funds to support contingency operations. This instruction implements Air Force Policy Directive (AFPD) 65-6, *Budget*. This instruction applies to all Air Force, Air Force Reserve, and Air National Guard activities.

Refer recommended changes and questions about this publication to SAF/FMB Policy and Fiscal Control using the AF Form 847, *Recommendation for Change of Publication*; route AF Form 847s from the field through the appropriate functional's chain of command. Ensure that all records created as a result of processes prescribed in this publication are maintained IAW Air Force Manual (AFMAN) 33-363, *Management of Records*, and disposed of IAW the Air Force Records Disposition Schedule (RDS) in the Air Force Records Information Management System (AFRIMS).

**SUMMARY OF CHANGES**

This document is substantially revised and must be reviewed in its entirety.

**1. Purpose.** The purpose of this AFI is to provide guidance for administrative, general support, and quality of life expenditures at deployed locations. It is not all-inclusive, but does include references for specific areas as needed. Appropriated funds (APFs), e.g., Operation and Maintenance (O&M) funds provided by Congress to the Air Force for contingency operations at deployed locations, are to be spent on those requirements which are directly attributable to the deployment of forces to the region in which the contingency operations are taking place, as well

as incremental costs at home stations incurred in support of such operations. That is, these are incremental costs to the Air Force that would not have been incurred had the contingency operation not been supported (DoD *Financial Management Regulation* (FMR) 7000.14-R, Volume 12, Chapter 23). Commanders and deployed personnel are responsible for ensuring all purchases are necessary, prudent, and limited to those needed to support deployed mission operations.

**2. Responsibilities.** It is imperative that Commanders, and those upon whom they rely for execution of the operation, exercise sound financial management and cost stewardship in the expenditure of any Government funds to which they may have access, including funds to support contingency operations. Commanders must ensure that all expenditures are accurately documented and correctly reflected in summary logs. AFI 65-601, Volume I, *Budget Guidance and Procedures*, provides detailed guidance for several of the areas addressed in this AFI. Other related and applicable AFIs and DoD publications are referenced at Attachment 1.

**3. Guidance.** Funding guidance in AFIs are based upon law, direction in Congressional Reports, OSD policy, and corporate Air Force decisions. They are applicable to funds directly appropriated to the Air Force, as well as to funds received from DoD transfer accounts, e.g., Overseas Contingency Operations Transfer Funds (OCOTF) and Defense Emergency Response Funds (DERF). Exceptions to this guidance must be clearly identified in official AF, DoD, or Joint Staff guidance.

3.1. Contingency Operations, in many instances, involve deployment of members to austere and isolated locations, devoid of the amenities that are an integral part of the American standard of living and commonplace at established Air Force installations. However, the purpose of appropriated fund expenditures at deployed locations is not to recreate or duplicate all the support amenities available at established Air Force installations. Rather, it is to support contingency site operations at a level commensurate with contingency operation requirements, the deployment of members on scheduled rotations, and anticipated duration of contingency sites. All purchases made pursuant to this AFI will be consistent with this principle.

3.2. Maintenance, Repair, and Construction funding rules and processes for contingency operations occurring outside the United States are described in AFI 32-1032, *Planning and Programming Appropriated Funded Maintenance, Repair, and Construction Projects*, Chapter 7.

3.3. When available, DoD transfer funds can be used only to support contingency operations. All personnel charged with the expenditure of regular appropriated funds or transfer funds are still bound by existing regulations and appropriations laws, regardless of funding availability or source. In addition, available resources must not be perceived as unlimited, but rather as limited by what is necessary to accomplish the mission as authorized in existing Air Force guidance. Therefore, lavish, extravagant, or unnecessary expenditures are unacceptable and not permitted. Additionally, expenditures should be scrutinized for the appearance of impropriety. The absence of a prohibition on a specific use of appropriated funds at deployed locations does not constitute authority to use them.

3.4. If designated approval authorities or the Commander are uncertain regarding the propriety of a proposed expenditure, they should consult the appropriate Judge Advocate (JA), Financial Management (FM) personnel, and/or the applicable forward deployed HQ

functional for that deployed location. Expenditures that have had the appearance of impropriety have compromised Air Force credibility and resources during the appropriations process. Commanders at all levels must ensure effective review procedures are in place to avoid improper expenditures.

3.5. Deployed personnel shall avoid expenditures or procurement actions that violate applicable laws, rules or ethical standards or create the appearance of impropriety, loss of impartiality, or self-dealing, or appear to violate other similar ethical responsibilities. Whether particular circumstances create an appearance that the law or these standards have been violated shall be determined from the perspective of a reasonable person with knowledge of the relevant facts.

#### **4. Training and Oversight.**

4.1. Training. The MAJCOM Comptrollers and FM personnel at other headquarters responsible for deploying personnel will provide training on this AFI to deploying FM personnel and commanders. The MAJCOM Comptrollers may delegate training responsibility to numbered Air Force or Wing Comptrollers, but are ultimately responsible for FM training within their Commands.

4.2. Oversight. The MAJCOM Comptrollers and FM personnel at other headquarters responsible for deploying personnel will establish procedures for regular oversight reviews of purchases in their areas of responsibility (AORs). These reviews will include government purchase cards, fund cite authorizations (AF Form 616s) and requests for purchase (AF Form 9s). Reviewing personnel must take immediate corrective action on any improper expenditure(s) or those that have the appearance of impropriety. Corrective actions should include notifying deployed location commanders of improper expenditures discovered during oversight reviews; recommending investigations if warranted; and reducing funding in applicable areas if necessary.

4.3. Internal control systems must be established at all levels to provide reasonable assurance of the effectiveness of the organization; the efficiency and economy of operations; safeguards over assets; the propriety of receipts and disbursements; and the accuracy and reliability of records and reports. Commanders must ensure that all expenditures are properly documented in sufficient detail to assure the propriety of the expenditure and provide an adequate audit trail. Commanders will set the tone for positive internal controls; financial managers will provide oversight assistance.

**5. Support of Operations.** If the local situation permits, lead times can be met, and airlift costs do not raise the total cost beyond the local cost, U.S. sources should be used to support the equipment and supply requirements at deployed locations. However, it is recognized that mission requirements may dictate local purchase even though costs in local markets may be considerably higher or result in lower quality equipment and supply items.

**6. Office and Lodging Furnishings.** Furnishings must be procured in minimum quantities with functional and durable, not ornate or extravagant, quality.

**7. Awards and Gifts.** Authorized uses of appropriated funds for awards and gifts are limited. (See AFI 65-603 *Official Representation Funds* and AFI 65-601, Volume I, **Chapter 4**, para. 4.31 for awards and gifts that are authorized to be procured with O&M funds.)

## **8. Recreational MWR Equipment.**

8.1. The expenditure of Air Force O&M (3400) and Other Procurement (3080) funds directly appropriated to the Air Force are authorized for recreational MWR equipment at contingency locations. However, funds specifically designated for Contingency Operations and provided to the Air Force from transfer accounts appropriated to OSD solely for that purpose are only available to procure recreational MWR equipment if the Air Force budget request for those funds identified such equipment as a requirement. Recreational equipment acquired under this provision must be free of charge to the user and available/accessible to most, if not all, deployed personnel at the contingency location. It cannot be located in individual offices or quarters. Recreational equipment used to generate revenues must be purchased with non-appropriated funds.

8.2. Procurement of Recreation and Physical Fitness Equipment. The support element containing Air Force Services activities is the only organization authorized to purchase recreation and physical fitness equipment. Individual units are not authorized to procure it on their own authority. This provision also applies to television sets, DVDs, VCRs, CD players, etc., procured with APFs for recreational or fitness purposes.

**9. Serving Materials.** Serving materials (plates, dishes, utensils, etc.), other than those procured by Services for use in a dining facility (fixed structure, transportable, or van), are only authorized for procurement by protocol offices as outlined and authorized in AFI 65-601, Volume I, **Chapter 4**, Paragraph 4.51.4. Serving materials procured under this authority are chargeable to direct Air Force O&M appropriations and should not be ESP coded in support of contingency operations.

**10. Standard Information Technology (IT) Office Equipment.** Such equipment shall be procured for a contingency site using appropriated funds for contingency operations, if authorized and available, and shall remain at that site for rotating units to use. In order to minimize duplicate purchases, each successive deploying unit will not procure such equipment specifically for its deployment unless the equipment becomes obsolete or irreparable. Information Technology equipment and accessories, which may be mission-specific for a particular deploying unit, shall accompany the unit when deploying and return with it on redeployment. Personal IT accessories shall only be procured for personnel requiring such accessories for mission accomplishment, not merely as a convenience. Such accessories shall remain at the contingency site for rotating personnel and not taken home as personal equipment. They remain government property without regard to where they are being used.

**11. Holiday Observances.** See AFI 65-601, Volume I, **Chapter 4**, Para. 4.28.2 provides guidance on use of appropriated funds for decorations. Installation Commanders may approve the use of appropriated funds (APF) to purchase seasonal decorations on a case by case basis. Be prudent when using APFs for this purpose. The following conditions apply. Purchase decorations only where all installation personnel may benefit from their use, e.g., a decorated Headquarters building, Thanksgiving/Christmas decorations for the installation main dining facilities, base Christmas tree, or decorated foyer of the Headquarters building. Do not use APFs to purchase decorations for the interior of government offices or for personal use. The decorations may not be religious in character. Also, do not use APFs to purchase or mail seasonal greeting cards. Items for chapel programs and events must be procured in accordance with AFI 52-105, *Chaplain Corps Resourcing*. The Commander's best judgment is essential in avoiding

extravagance or the appearance thereof, as well as ensuring appropriate sensitivity to host/local customs.

## **12. Equipment Maintenance.**

12.1. Maintenance on equipment at the deployed location, and reconstitution maintenance when equipment has been redeployed to its home base, shall be accomplished using funds appropriated for contingency operations. Maintenance on equipment at a home station, including that designated for imminent deployment, is funded with direct Air Force appropriations, not funds appropriated for contingency operations.

12.2. Equipment and supplies (i.e., Unit Type Code (UTC) and other organic unit items) left in-place at a deployed location at the direction of Air Force instructions, Commander Air Force Forces order, or designated approval authority, will be reconstituted using funds appropriated for contingency operations, when authorized and available. If funds appropriated for contingency operations are not available, use existing AF Total Obligation Authority (TOA) with the appropriate ESP code to reconstitute equipment and supplies left in-place at the deployed location. The deployed installation commander, or designated authority, will identify in writing the unit equipment and supplies being directed to remain in-place via memo with attached Unit Type Code (UTC) Logistic Details, Custodian Authorization Custody Receipt Listing (CA-CRL), or standardized Equipment and Supplies List. The memo will be the authority for the owning unit to take appropriate supply authorization, funding, and reconstitution actions upon return to home station.

**13. Government Purchase Card (GPC) Purchases.** Purchases using the GPC are subject to the same laws, Congressional direction, and DoD policy as those made with other funding mechanisms. Governing Air Force policy on the use of the GPC in support of Contingency/Exercise Operations can be found in AFI 64-117, *Air Force Government-Wide Purchase Card (GPC) Program*, paragraph 4.1.7. The unauthorized use of the card is described under AFI 64-117, paragraph 4.5. If a purchase is prohibited or questionable using other procurement methods, it remains prohibited or questionable even if the GPC is used. The GPC is simply an additional procurement vehicle to obtain goods and services, not additional authority to purchase goods and services otherwise prohibited or questionable using any other procurement vehicle, i.e., AF Form 9. Only warranted Contingency Contracting Officers (CCOs) are authorized to use the purchase card in support of contingency/exercise operations according to AFI 64-117. However, IAW AFI 64-117, Para. 4.1.7.2, cardholders who are not warranted CCOs may continue to use their purchase cards when deployed with their unit only for exercises of short duration (typically 30 days or less) and contingencies, when their unit's funding will be used.

DOUGLAS M. BENNETT  
Principal Deputy Assistant Secretary  
(Financial Management and Comptroller)

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

AFPD 65-6, *Budget*, 24 Sep 2015

AFI 32-1032, **Chapter 7**, *Planning and Programming Appropriated Funded Maintenance, Repair, and Construction Projects*, 24 Sep 2015

AFI 33-360, *Publications and Forms Management*, 25 Sep 2013

AFI 64-117, *Air Force Government-Wide Purchase Card (GPC) Program*, 20 Sep 2011

AFI 65-601, Vol I, *Budget Guidance and Procedures*, 16 Aug 2012

AFI 65-603, *Official Representation Funds - Guidance and Procedures*, 24 Aug 2011

AFI 52-105, *Chaplain Corps Resourcing*, 23 Jun 2015

AFMAN 33-363, *Management of Records*, 01 Mar 2008

DoD FMR 7000.14-R, Volume 12, **Chapter 23**, *Contingency Operations*, Sep 2007

***Adopted Forms***

AF Form 847, Recommendation for Change of Publication

AF Form 616, Fund Cite Authorization (FCA)

AF Form 9, Request for Purchase

***Abbreviations and Acronyms***

**AF**—Air Force

**AFI**—Air Force Instruction; a publication issued to support an antecedent Air Force Policy Directive

**AFPD**—Air Force Policy Directive

**AFRIMS**—Air Force Records Information Management System

**APFs**—Appropriated Funds

**CA/CRL**—Custodian Authorization/Custody Receipt Listing

**CCO**—Contingency Contracting Officer

**DoD**—Department of Defense

**DoD FMR**—Department of Defense Financial Management Regulation

**ESP Code**—Emergency & Special Program (ESP) Code

**GPC**—Government Purchase Card

**IT**—Information Technology

**JA**—Judge Advocate

**MAJCOM**—Major Command

**O&M**—Operations and Maintenance

**OSD**—Office of Secretary of Defense

**UTC**—Unit Type Code

***Terms***

**Contingency Operation**—Title 10 United States Code, Section 101(a) Paragraph 13 defines a contingency operation as : a military operation that is designated by the Secretary of Defense as an operation in which members of the Armed Forces are or may become involved in military actions, operations, or hostilities against an enemy of the United States or against an opposing military force; or a military operation that results in the call or order to, or retention on, active duty of members of the uniformed services under section 688, 12301 (a), 12302, 12304, 12304a, 12305, or 12406 of Title 10, chapter 15 of Title 10, or any other provision of law during a war or during a national emergency declared by the President or Congress.